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Headquarters, United States Army
Training and Doctrine Command
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Information Management: Publishing and Printing

THE TRADOC DOCTRINAL LITERATURE PROGRAM (DLP)

Summary. This regulation prescribes policy for TRADOC's development of Army, multiservice, multinational, and joint doctrine, which includes doctrine principles and/or tactics, techniques, and procedures (TTP). It defines responsibilities for the management, development, staffing, review, approval, production, and dissemination of doctrinal literature.

Applicability. This regulation applies to TRADOC agencies that are responsible for developing doctrine. It also applies to non-TRADOC agencies that develop doctrine under a memorandum of agreement (MOA) or memorandum of understanding (MOU) with TRADOC.

Supplementation. Do not supplement this regulation without prior approval, in writing, from Commander, TRADOC, ATTN: ATDO-A, 33 Ingalls Road, Fort Monroe, VA 23651-1067.

Suggested Improvements. The proponent of this regulation is the Deputy Chief of Staff for Doctrine (DCSDOC). Send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) to Commander, TRADOC, via E-mail at doctrine@monroe.army.mil. Suggested improvements may also be submitted using DA Form 1045 (Army Ideas for Excellence Program (AIEP) Proposal).

Availability. This regulation will not be distributed in hard copy. It is available on the TRADOC homepage at http://www.tradoc.army.mil under 'Publications.'

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*This regulation supersedes TRADOC Reg 25-31, 30 Mar 90, and TRADOC Reg 25-32, 30 Mar 90.

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Chapter 1
Introduction

1-1. Purpose. This regulation assigns responsibility for TRADOC's Doctrine Literature Program (DLP), which applies to TRADOC proponents as well as non-TRADOC proponents that develop doctrine under a MOA or MOU with TRADOC. DLP is the mechanism for managing, developing, producing, and disseminating doctrine. It prescribes policy for TRADOC's development of Army, multiservice, and joint doctrine principles and/or tactics, techniques, and procedures (TTP), including management of the Army doctrine development process. Because doctrine development is decentralized across Army agencies, the DLP establishes standards, ensures consistency, and serves to institutionalize the doctrine development and production process. Throughout this regulation, the term 'doctrine' refers to doctrine principles and/or TTP.

1-2. References. Appendix A lists required and related publications.

1-3. Explanation of abbreviations and terms. Abbreviations, terms, and office symbols relevant to this regulation are contained in the glossary.

Chapter 2
Responsibilities

2-1. General. Numerous agencies within and outside of Headquarters, U.S. Army Training and Doctrine Command (HQ TRADOC) share responsibility for the development of doctrine. They include Headquarters, Department of the Army (HQDA); TRADOC and non-TRADOC proponents; and the preparing agencies.

2-2. Administrative Assistant to the Secretary of the Army (AASA), as the functional proponent of the Army Printing and Publishing Program, provides publication guidance through AR 25-30; approves exceptions to policy; and authenticates field manuals (FMs).

2-3. Deputy Chief of Staff for Operations and Plans (DCSOPS), HQDA-

a. Provides Army staff (ARSTAFF) supervision to Army doctrine proponents in executing their doctrine missions and resolves issues involving agencies outside of TRADOC.

b. Assigns the primary review authority (PRA) when Department of the Army (DA) is the lead agent for joint publications.

c. Reviews publications listed in fig 2-1 as part of the doctrine development staffing process.

d. Is the Army proponent for joint and multinational doctrine.

e. Is the ARSTAFF proponent for Army, joint, and multinational doctrine.

f. Is proponent for FM 100-1.

- FM 22-100 Military Leadership
- FM 25-100 Training the Force
- FM 25-101 Battle-Focused Training
- FM 71-100 Division Operations
- FM 100-5 Operations
- FM 100-6 Information Operations
- FM 100-7 Decisive Force: The Army in Theater Operations
- FM 100-8 Multinational Army Operations
- FM 100-10 Combat Service Support
- FM 100-14 Risk Management
- FM 100-15 Corps Operations
- FM 100-17 Mobilization, Deployment, Redeployment, and Demobilization
- FM 100-18 Space Support for Army Operations
- FM 100-19 Domestic Support Operations
- FM 100-20 Military Operations in Low Intensity Conflict
- FM 100-23 Peace Operations
- FM 100-40 Tactics
- FM 101-5-1 Operational Terms and Graphics
- ALSA MTTPs (as requested by HQ TRADOC)
- STP 21-1-SMCT

Figure 2-1. Doctrine reviewed by HQDA DCSOPS

2-4. Director, U. S. Army Publishing Agency (USAPA), on behalf of the AASA, has operational responsibility for all official publications-to include authentication, print, and distribution-and oversight of the Standard Generalized Markup Language (SGML) Program used to produce printable electronic files.

2-5. Commander, TRADOC-

a. Establishes policy for, supervises, and approves TRADOC's development, production, and publication of Army doctrine except as provided in AR 5-22.

b. When tasked by HQDA, writes/reviews joint and multinational doctrine and prepares joint doctrine initiatives for presentation before the Joint Doctrine Working Party (JDWP).

c. Serves as the Army approval authority for multiservice TTP prepared by the Air Land Sea Application (ALSA) Center.

d. Develops positions on multinational and joint doctrine for submission to HQDA ODCSOPS.

e. Develops the Army's position on multiservice TTP except as follows:

(1) Office of the Surgeon General (OTSG) develops multiservice medical TTP.

(2) John F. Kennedy Special Warfare Center develops special operations TTP.

(3) Judge Advocate General develops Army positions on joint/multiservice legal doctrine and TTP.

(4) U.S. Army Space and Missile Defense Command (SMDC) is the specified proponent for space and national missile defense doctrine development. In its role as operational integrator for Theater Missile Defense (TMD), SMDC reviews and validates TMD doctrine developed by proponents.

f. Chairs Doctrine Review and Approval Groups (DRAGs) for select doctrinal publications; reviews and approves doctrine identified in fig 2-2.

2-6. Deputy Chief of Staff for Doctrine (DCSDOC), HQ TRADOC-

a. Develops policy for TRADOC's management, development, production, and dissemination of doctrine.

b. Approves requests for exceptions to TRADOC DLP policy or recommends approval to the AASA for exceptions to Army policy.

c. Prepares select doctrinal FMs according to the policy set forth in this regulation.

d. When tasked as the Army's PRA for joint doctrine, ensures development, coordination, evaluation, and maintenance according to Joint Pub 1-01 and this regulation.

e. Coordinates Army doctrine, as required, with the Office of the Joint Chiefs of Staff, HQDA ODCSOPS, other Services, combatant commands, major Army commands, reserve components (RCs), TRADOC subordinate commands, and non-TRADOC proponents.

f. Has functional responsibility for multinational force compatibility (MFC) and provides guidance for incorporating international standardization agreements (ISAs) into U.S. Army doctrine as required. Examples of ISAs are the North Atlantic Treaty Organization (NATO) standardization agreements (STANAGs); American, British, Canadian, Australian Armies' Standardization Program (ABCA), Quadripartite Standardization Agreements (QSTAGs); and Air Standardization Coordination Committee (ASCC) standards.

g. Reviews/coordinates multinational doctrine and coordinates/assists in resolving ISA integration issues.

h. Ensures doctrine does not conflict with the Army's capstone manual (FM 100-1), its keystone manual (FM 100-5), or joint doctrine.

i. Reviews and approves program directives (PDs) for all new FMs and Tier 1 revisions (see para 3-2).

- FM 22-100 Military Leadership
- FM 25-100 Training the Force
- FM 71-100 Armored and Mechanized division and Brigade Operations
- FM 100-7 Decisive Force, The Army in Theater Operations
- FM 100-8 Multinational Operations
- FM 100-10 Combat Service Support
- FM 10-15 Corps Operations
- FM 100-19 Domestic Support Operations
- FM 100-20 Military Operations in Low-Intensity Conflict
- FM 100-21 Contractors on the Battlefield
- FM 100-23 Peace Operations
- FM 100-40 Tactics
- ALSA MTTPs

Note: This list will be updated according to the commander's guidance.

Figure 2-2. Doctrine approved by Commander, TRADOC

j. Reviews MOAs between TRADOC agencies and non-TRADOC proponents regarding the preparation of doctrine.

k. Acts as the Army's agent for staffing changes to doctrine in the joint, multiservice, and multinational arenas, except OTSG publications.

l. Assists proponents with coordination of decision papers/DRAGs for doctrine for which the Commander, TRADOC is the approving authority.

m. Provides DLP oversight for doctrine prepared under TRADOC auspices.

n. Participates as member of the Army Doctrine and Training Literature (ADTL) Print Board (see para 2-7d).

o. Provides oversight, policy, and guidance on major issues relating to the transition of concepts into doctrine.

p. Serves as the functional proponent for doctrine development to include identification of requirements for automating this function.

2-7. Deputy Chief of Staff for Training (DCST), HQ TRADOC-

a. Resources the DLP.

b. Develops/prepares select FMs according to the policy set forth in this regulation.

c. Reviews Army, multiservice, and joint doctrine to ensure integration with related training products.

d. Chairs the ADTL Print Board, which establishes annual priorities for printing Army and multiservice publications.

e. Serves as the functional proponent for Automated Systems Approach to Training (ASAT). Integrates doctrine into education/training automation.

f. Serves as the proponent for FMs 25-100 and 25-101.

2-8. Deputy Chief of Staff for Combat Developments (DCSCD), HQ TRADOC-

a. Develops concepts and coordinates doctrinal implications with the ODCSDOC.

b. Reviews Army, multiservice, and joint doctrine, as requested, to ensure integration with related combat development products.

2-9. Deputy Chief of Staff for Base Operations Support (DCSBOS), HQ TRADOC-

a. Provides staff oversight to ensure the integration of environmental issues into Army and joint doctrine.

b. Develops/prepares select Army doctrine according to the policy set forth in this regulation.

2-10. Deputy Chief of Staff for Intelligence (DCSINT), HQ TRADOC-

a. Reviews classified and unclassified threat-related information in Army, multiservice, and joint doctrine for classification, foreign disclosure, and threat fidelity.

b. Reviews draft doctrine for release to U.S. and foreign entities for HQ TRADOC.

2-11. Deputy Chief of Staff for Information Management (DCSIM), HQ TRADOC-

a. Provides technical advice and assistance for publications and printing management, electronic publishing, Internet services, publication distribution, and warehousing.

b. Provides technical review for new technology assessment and automation standards.

2-12. Director, Command Safety Office, HQ TRADOC, provides staff oversight to ensure the integration of safety and risk management issues into Army and joint doctrine.

2-13. Commander, Air Land Sea Application Center develops select multiservice TTP for the Army and the other services. ALSA operates understanding MOA between TRADOC and the other three service doctrine agencies: Marine Corps Combat Development Command, the Naval Warfare Development Command, and the Air Force Doctrine Center.

2-14. Commander, U.S. Army Training Support Center (USATSC)-

a. Provides automation support for the development, management, and electronic storage of doctrine.

b. Serves as the program manager for ASAT (to include Automated Systems Approach to Training Doctrine (ASATD)) responsible for its development and daily operations.

c. Manages and maintains the General Dennis J. Reimer Training and Doctrine Digital Library (RDL)-the official source of authenticated electronic doctrine - ensuring that FMs are entered in hypertext markup language (HTML) and portable document format (PDF), or equivalent.

d. Administers TRADOC DLP print funds according to DCSDOC-established priorities, which are based on the recommendations of the ADTL Print Board.

e. Administers print and replenishment actions for published doctrine.

2-15. Commander, U.S. Army Combined Arms Center (USACAC), is the proponent for corps, divisions, and combined arms brigade doctrine, as well as other functional areas. USACAC-

a. Develops and manages appropriate doctrine development and consensus building for USACAC-, TRADOC-, and DA-assigned proponents of stability and support operations and specified nuclear proponency, Army airspace command and control, and ABCA organization doctrine and command and staff procedures; participates in appropriate multinational doctrinal forums (NATO/ABCA); and conducts ISA reviews.

b. Guides, coordinates, and integrates doctrinal input from external sources - e.g., USACAC associated schools,

Battle Command Training Program, Battle Labs, the Center for Army Lessons Learned (CALL), and the Command and General Staff College - into appropriate USACAC doctrinal products.

c. Provides doctrinal points of contact (POCs) and interface to USACAC-associated centers and schools (combat and combat support).

d. Assists and supports HQ TRADOC, as required, in developing doctrine for echelons above corps (EAC), joint operations, and multinational operations.

e. Integrates appropriate concepts into FMs related to corps and above or their proponency.

f. Manages the integration of associated TRADOC schools and center doctrinal publications.

2-16. Commander, U.S. Army Combined Arms Support Command (USACASCOM), is the proponent for logistics and force projection doctrine and for integrating personnel doctrine. USACASCOM-

a. Implements ISAs (STANAGs/QSTAGs) that have been formally subscribed to by the United States in Army combat service support (CSS) doctrine.

b. Guides, coordinates, and integrates doctrine from external sources - e.g., USACASCOM associated schools, BCTP, Battle Labs, CALL - into appropriate USACASCOM doctrinal products.

c. Provides doctrinal POCs and interface to USACASCOM-associated centers and schools.

d. Assists and supports HQ TRADOC, as required, in developing doctrine for division, echelons above division (EAD), EAC, joint operations, and multinational operations.

e. Integrates appropriate CSS concepts into FMs.

f. Manages the integration of associated schools and institute FMs in support of Force XXI logistics and soldier support doctrine.

g. Manages the integration of associated TRADOC schools and center doctrinal publications (combat service support).

2-17. TRADOC proponents initiate, prepare, approve, review, revise, consolidate, and identify for removal the FMs for which they are responsible (see fig 2-3 for a list of Army doctrine proponents). They-

a. Identify the need for and recommend new publications.

b. Prepare PDs for new and revised doctrine.

c. Develop, prepare, and/or revise proponent, select combined arms, multiservice, and, when directed, multinational doctrine according to the policy contained in this regulation.

d. Execute MOAs for multiservice TTP.

e. Ensure that proponent doctrine does not conflict with Army, multiservice, multinational, or joint doctrine.

f. Incorporate the salient points of ISAs according to this regulation, TRADOC Reg (TR) 25-30, and AR 34-1.

g. Advise local school/center and/or HQ TRADOC International Army Program Directorate (IAPD) (ATDO-Y) when revision or rescission of a FM will affect or violate any approved ISA.

h. Prepare decision papers or manage and conduct the DRAG process for doctrine they prepare and for other doctrine for which they approve the program directive (PD).

i. When directed by higher headquarters, develop/prepare select joint, multiservice, multiagency, multinational, and other doctrine according to the policy contained in this regulation.

j. Ensure standardization of doctrine that crosses functional lines; integration of doctrine principles and TTP; standardization of terminology in doctrine; and compliance with applicable regulations.

k. Review other doctrine for accuracy and horizontal integration.

l. Approve their proponent doctrine unless HQ TRADOC (see fig 2-3), USACAC, or USACASCOM has specifically retained approval authority.

m. Coordinate and validate annual print requirements with ODCST (ATSC) and ODCSDOC.

- Assistant Secretary of the Army for Acquisition, Logistics, and Technology
- Headquarters, TRADOC, including U.S. Army Training Support Center staff element
- TRADOC centers and schools
- John F. Kennedy Special Warfare Center and School
- U.S. Army Space and Missile Defense Command
- The Army War College
- U.S. Army Medical Department Center and School, under direction of the U.S. Army Medical Command
- The Judge Advocate General's School, U.S. Army, Combat Developments Department, under direction of TJAG, HQDA
- The U.S. Army Public Affairs Center, Fort Meade MD
- U.S. Army Nuclear and Chemical Agency, under direction of HQDA DCSOPS
- U.S. Army Transportation Engineering Agency, under direction of the Military Traffic Management Command

Note: For more details see TRADOC Army Doctrine web site at http://doctrine.army.mil (under "Doctrine Proponents").

Figure 2-3. Doctrine proponents/preparing agencies

n. Ensure quality control of publications they produce.

o. Recommend print distribution. To implement the Army less paper policy, proponents must closely examine each publication distribution list (as required by AR 25-30, para 12-5) for hard copy distribution of new and revised FMs. Publications submitted with a print recommendation must be justified.

p. Submit approved FMs to ATSC to effect authentication, print and/or electronic replication, entry into the RDL, and distribution.

q. Periodically review all proponent publications in the DA inventory, recommending for rescission those that do not meet the criteria outlined in AR 25-30 (paras 1-23 and 2-57).

r. Ensure foreign language requirements are documented in publications where appropriate.

All doctrine proponents should develop a generic doctrine E-mail address that allows uninterrupted receipt of administrative information. An example of this is doctrine@monroe.army.mil for ODCSDOC, Joint and Army Doctrine. Use of individual E-mail addresses should be avoided due to changes in positions and duty stations.

2-18. Non-TRADOC proponents. As identified in AR 25-30 (chap 1, sec II), AR 5-22 (tables 1, 2, and 3), and fig 2-3, major commands other than TRADOC are responsible for doctrine development. Generally, they adhere to TRADOC policies as prescribed in MOAs between the commands.

2-19. Preparing agencies. When a proponent designates another agency to develop doctrine, that agency will adhere to the policy contained in this regulation.

Chapter 3
Doctrine

3-1. General. Doctrine, which consists of principles and TTP, defines, in terms of existing capabilities, how the Army intends to conduct operations across the range of military operations. Army doctrine principles and supporting TTP are published in FMs in both electronic and print media.

a. Doctrine. Doctrine is the fundamental principles by which military forces or elements thereof guide their actions in support of national objectives. These principles reflect the Army's collective wisdom regarding past, present, and future operations. They focus on *how to think* about operations, not *what to think*. Doctrine principles provide an authoritative guide for leaders and soldiers but still provide freedom to adapt to circumstances. While phrased to guide a commander's actions, doctrine principles must also foster initiative and creativity. Army doctrine principles are authoritative; as such, they will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between Army and joint doctrine principles, joint doctrine will be followed. Doctrine principles would not be complete without additional layers of increasingly detailed and more narrowly applied guidance. Such guidance is contained in TTP.

b. Tactics, techniques, and procedures. TTP support and implement doctrine principles, linking them with their associated applications. The 'how to' of doctrinal principles, TTP include both descriptive and prescriptive methods and actions.

(1) Tactics. Tactics is the employment of units in combat. It is the ordered arrangement and maneuver of units in relation to each other and/or to the enemy in order to use their full potentialities. Primarily descriptive, they portray how to array and employ units against the enemy. Tactics always require the application of judgment. For example, establishing local security in a hostile environment requires leaders to consider the military aspects of terrain and arrange their force in a manner that best utilizes their resources and available positions. Employing a tactic may require using and integrating a number of security techniques, such as establishing a perimeter and conducting patrols.

(2) Techniques. Techniques are methods used by troops and/or commanders to perform assigned missions and functions, specifically, the method of employing equipment and personnel. They are the primary method of conveying the accumulated wisdom that successful units gain in operations. More than one technique may be doctrinally approved to accomplish an assigned mission or function. The commander's decision to use any specific technique must be based on his or her evaluation of the mission, enemy, terrain, troops, and time (METT-T). Language should be consistent with existing doctrine and the higher commander's intent. At times, techniques require the application of judgment. For example, the technique of preparing an individual fighting position requires both selecting the position's location and digging the position. Selecting the location requires tactical judgment; preparing it requires little or no judgment: it need only meet the standards for a properly prepared fighting position listed in STP 21-1-SMCT (task 071-326-5703).

(3) Procedures. Procedures are the standard and detailed courses of action that describe how to perform a task—specifically, how soldiers perform a task. They consist of a series of steps in a set order and, regardless of circumstances, are executed similarly at all times. The commander does not have to evaluate METT-T conditions because, other than deciding which procedure fits a situation and whether a step has been properly completed, procedures may not require the application of judgment.

3-2. The Army doctrine hierarchy. The Army doctrine hierarchy (fig 3-1) provides a structure for developing and promulgating Army doctrinal publications. It organizes the content comprehensively without being redundant. It also aligns FMs with the needs of the target audience, and establishes a higher (Tier 1) to lower subordination.

a. The hierarchy's three tiers are described below.

(1) Tier 1 - Army. Closely related to the joint doctrine hierarchy, this is the highest level tier. With hundreds of FMs in the system, this tier directs soldiers to those that offer a broad perspective on Army operations. To facilitate the use of both Army and joint doctrine, it is organized to resemble the joint doctrine hierarchy. Tier 1 contains capstone, keystone, joint related, Army interest, and some combined arms FMs.

(a) Capstone. FM 100-1 is the Army's capstone, or highest level, doctrinal publication. It links Army doctrine with the National Security and Military Strategies.

(b) Keystone. FM 100-5 is the Army's keystone, or second highest level doctrinal publication. It establishes the foundation for Army doctrine and provides general guidelines, regardless of the type of operation or echelon.

(c) Joint related. All Army doctrine that is directly related to a joint publication is included in Tier 1. Each publication's joint counterpart is highlighted in yellow to reflect the joint linkage. For example, FM 100-5's joint counterpart is Joint Publication (JP) 3-0.

(d) Army interest. The intent of this category is to capture doctrine that is of interest to the Army as a whole. Thus, most 100-series FMs that cover general operational doctrine fall into this category. Doctrine in other functional areas is included as appropriate. The rules for this category are flexible, and doctrine is added or removed as appropriate.

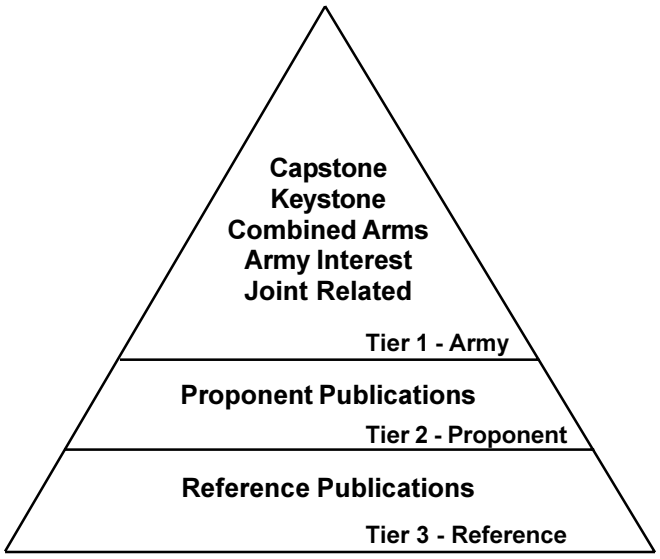


Figure 3-1 - The doctrine hierarchy

(e) Combined arms. FMs in this category include doctrine principles and TTP required for combined arms operations. They focus on synchronizing and coordinating varied capabilities to successfully execute assigned missions through the range of offensive, defensive, stability, and support operations during peacetime, conflict, and war.

(2) Tier 2 - Proponent. Tier 2 is designed to capture the bulk of proponent-level FMs that would not qualify for the higher Army tier or the lower reference tier. It is laid out to capture most FMs by the proponent branch school. Other FMs are placed in appropriate groupings. This tier will often include the proponent's principal publication along with FMs covering functions, units, and the employment of soldiers and systems.

(3) Tier 3 - Reference. Tier 3 groups those FMs that contain information—such as providing first aid or operating communications equipment—that could apply to any soldier or unit or generic information that seldom changes. This tier is also grouped by proponent, with other appropriate groupings when needed.

b. The ongoing updating of doctrine will create continuing conflict between older FMs and those most recently revised. As a general rule, the doctrine in newer Tier 1 FMs will impact the contents of older FMs. However, unless that impact is significant, doctrine managers need not correct the older FMs prior to their scheduled change or revision.

c. The current Army doctrine hierarchy can be found on the TRADOC web site at http://doctrine.army.mil. It is maintained in PowerPoint format to facilitate printing.

3-3. The characteristics of sound doctrine. How the Army intends to conduct operations in the future and the capabilities required to execute those operations set the azimuth for doctrine development. The developer's objective is to produce sound doctrine that will enhance the Army's ability to accomplish missions across the range of military operations. It must be effective, acceptable, well researched, enduring, flexible, comprehensible, consistent, and concise.

• Effective doctrine describes how we organize, train, fight, and support soldiers, thereby contributing directly to the successful execution of operations.

• Acceptable doctrine will be believed and practiced, thus supporting a unity of effort. Acceptability results from consensus-building. Aligning doctrine with applicable DA/TRADOC policy aids in achieving consensus.

• Well-researched doctrine incorporates lessons learned from relevant history, exercises, and recent operations, reflecting a solid understanding of the art and science of military operations.

• Enduring doctrine accounts for current and near-term anticipated realities and for force modernization and organizational evolution.

• Flexible doctrine gives soldiers, leaders, and organizations the leeway to adapt to many different, or changing, circumstances.

• Comprehensible doctrine conveys a common understanding of how to think about conducting operations and provides a common language for discussion. It uses clear, well-defined terms and concepts and is written at the level of the target audience.

• Consistent doctrine does not conflict with other Army doctrine, joint doctrine, or multinational agreements.

• Concise doctrine provides a comprehensive body of thought while minimizing repetition from other doctrinal and administrative publications/documents.

Chapter 4
Doctrine Development

4-1. General. Developing doctrine is an involved and time-consuming process that requires careful planning and continuous coordination. The development process may require 18 to 24 months to research, analyze, write, edit, staff both internally and externally, obtain approval, and produce the camera-ready-copy (CRC). The time varies with whether a FM is being newly written or revised; the scope and complexity of the material; the extent of the staffing/review required; and the level of the approval authority. The Army doctrine development cycle has six phases: (1) Assessment; (2) Planning; (3) Development; (4) Production; (5) Print and Dissemination; and (6) Implementation and Evaluation. See http://doctrine.army.mil for a graphical display of the doctrine development cycle.

4-2. Assessment. Proponents identify doctrine requirements by understanding the organization's missions, the concepts that support future warfighting, and the Army's long-range vision. They must determine whether new doctrine is needed or existing doctrine revised, consolidated, or rescinded. To accomplish this, they may solicit input from the field army, DA staff, or other proponents. Doctrine development requirements result from—

a. A formal process that rigorously examines, analyzes, validates, translates, and integrates approved concepts. Experimentation and analysis result in some concepts being validated, which will further result in their being added to both doctrine principles and TTP. TRADOC Pam 71-9 contains detailed information on concepts.

b. The close examination of lessons learned—the observations collected at the various training centers along with data collected by CALL and information compiled during training, exercises, or actual experience.

c. A review by doctrine managers of Army doctrine within their purview to ensure it supports and does not conflict with previously approved joint or multinational doctrine.

4-3. Planning. An approved PD is required prior to writing or revising a FM. It is the official document that establishes a doctrine development requirement. Normally, the official start of the 18 to 24 month window begins when the PD is recommended for approval and ends when the CRC is produced. A PD (see format at app B) is a formal document that includes the 'what, why, when, who, and how' detail of developing a new FM or revising an existing one. A definitive statement of work governing all aspects of producing a particular publication, it serves as a 'contract' between the proponent and the approval authority. The development, staffing, and approval of the PD is designed to ensure that proposed doctrine identifies major issues and adequately covers necessary topics; it is detailed to keep production focused. A modified PD is required to obtain approval to rescind an existing FM.

a. The PD provides guidance to the doctrine writer/writing team throughout the effort and—

(1) Captures top-down guidance by ensuring senior-level involvement in the process.

(2) Allows higher headquarters to influence overall doctrinal priorities.

(3) Gives higher headquarters a mechanism to ensure emerging/revised doctrine is generally aligned to, and only minimally duplicative of, other doctrine.

Table 4-1
PD approval and review authorities

	HQ TRADOC	CAC/CASCOM	TRADOC Proponents
New FMs (all tiers) Tier 1 Revisions	approve	review/recommend	prepare/staff
Tier 2 Revisions	cc: info only	approve	prepare/staff
Tier 3 Revisions	cc: info only	info only	prepare/staff/approve

(4) Allows other agencies early influence over the content of the publication.

(5) Establishes a management audit trail.

(6) Documents the preparation and production schedule.

(7) Authorizes the commitment of resources.

b. Once a determination is made to write a new FM or revise an existing one, the proponent will conduct sufficient research to determine the scope and proposed outline of the FM. When the proposed outline is completed, the proponent will initiate and staff a draft PD prior to moving forward on additional efforts. The PD should be selectively staffed with doctrine proponents at fig 2-3. The proponent will identify key agencies/ organizations most impacted by the action that will be required to comment. Electronic staffing is the preferred method in staffing a PD.

c. Upon completion of staffing, the proponent will make appropriate changes to the PD and forward, with enclosures, through the chain-of-command to the approval/review authority designated by this regulation (see table 4-1) or AR 5-22 (for non-TRADOC proponents). Non-TRADOC proponents, with a MOA, should provide a copy of their PD (for coordination) to HQ TRADOC, ODCSDOC, Joint and Army Doctrine, via E-mail at doctrine@monroe.army.mil.

d. The proponent may propose a FM number in the PD if desired. However, HQ TRADOC ODCSDOC will assign a number only upon approval of the PD or upon receipt of an approved PD (this includes non-TRADOC proponents).

4-4. Development. HQ TRADOC establishes priorities and provides guidance for the use of resources supporting the DLP. However, because development and production of doctrine is decentralized, proponents must assess their requirements and allocate sufficient personnel time to complete the project (both military and civilian; equipment, as required); and funds necessary to produce doctrine. The proponent may delegate responsibility for preparing doctrine to a separate agency; however, the proponent retains overall responsibility for the FM.

a. Manpower.

(1) In addition to the doctrine writer/writing team, the proponent must identify the supervisor or writing team leader, the editor, and, if available, the visual information specialist (VIS). To meet the challenge to produce sound doctrine and TTP, proponents will—

(a) Identify doctrine writers based on a wide variety of desired skills, attributes, special abilities, education, and experience. Ideally, doctrine writers should have technical expertise in the subject matter, relevant experience, and sufficient time to complete the project before reassignment.

(b) Provide applicable training, guidance, and instruction, and ensure those assigned to a project are familiar with the provisions of this regulation, TRADOC Reg 25-30, and the overall doctrine development cycle.

(2) Proponents may consider the following supplemental assistance to offset manpower shortages:

• RC personnel in an active-duty-for-special-work, Active Guard Reserve, annual training, inactive-duty-for-training, troop program unit, or individual ready reserve status, or individual mobilization augmentees.

• Short-term ad hoc writing teams composed of personnel assigned elsewhere within, or in some cases, outside the command.

• Personnel awaiting the start of a TRADOC school or, having recently graduated, awaiting reassignment.

• Contractors, in accordance with AR 5-20.

• Students at Army schools consistent with course goals and objectives and time available.

b. Equipment. TRADOC policy is that the ASATD module is to be used for doctrine development. Doctrine developers will implement this policy for ASAT usage as soon as practical. ASATD capabilities will remain an area of interest and reporting for HQ TRADOC. Automation support for ASAT is normally listed on the ASAT web site at http://www.asat.army.mil/home.htm. For example, selecting the frequently asked questions (FAQ) link in the support section (http://www.asat.army.mil/support/faq.htm) will provide information on the minimal and optimal hardware and software requirements for running ASAT 4.3. Managers must ensure that doctrine writers are proficient in its use.

c. Time. The proponent/doctrine writer determines each project's milestones, which will vary with circumstances. TRADOC Reg 25-30, chap 3, fig 3-3, provides a sample work sheet to assist in determining those milestones.

d. Funds. Required funds include money for TDY, contractor support, temporary civilian support, and/or necessary equipment.

e. Research and writing. Under normal circumstances, the doctrine writer/writing team may require 3 to 6 months to research, analyze, write, and rewrite as many initial drafts as deemed necessary prior to formal staffing. These in-house rough drafts are staffed with a select audience of subject-matter experts (SMEs) to obtain an azimuth check on the appropriateness and direction of the doctrinal effort. This informal staffing begins the consensus-building process. The drafts may be provided for comment in part or as an entity. It is recommended each subsequent draft be forwarded in line-in/line-out format (see fig 4-1) to minimize the time needed for review. It is also recommended that computer system automated software capabilities for tracking changes and/or characterizing comments are used, if available. The preparing agency should provide detailed instructions on format for comment submission.

(1) The standard tool for doctrine development is ASATD. Its advanced features provide excellent tools with which to format and electronically staff doctrine.

ASATD also creates output that is acceptable for inclusion in the RDL and for publication via compact disk-read only memory (CD-ROM).

(2) At a minimum, the editor should review draft doctrine for organization and logic prior to formal staffing.

> . . .manage their publications under the staff supervision of the DCSOPS, HQDA, and according to guidance ~~prescribed by the U.S. Army Publication Agency (USAPA).~~ in AR 25-30. [Substantive comment - Rationale: USAPA is no longer proponent for AR 25-30.]

Figure 4-1. Example of line-in/line-out format

f. Staffing. Coordination is an important step in the development process. Before finalizing doctrine, the proponent must solicit agreement and consensus from all affected or relevant offices and agencies. Usually the coordinating drafts (if required may be labeled as 1st, 2nd, final, etc.,) are used for external staffing. Normally, FMs are formally staffed at least twice, but not more than three times. Proponents may request that DCSDOC waive the requirement for a second draft when no *critical* or *major* comments result from staffing the first coordinating draft. Sufficient time must be provided for other agencies/organizations to conduct a careful and thorough analysis—see TR 25-30, chap 5, for guidance on allocating time for reviewing draft publications (for electronic staffing, time may be limited to 45 days).

(1) To the maximum extent possible, preparing agencies will staff doctrine electronically using the Internet. However, because the Internet is a public forum, it is not appropriate for material containing raw data or sensitive information—such as after-action reports, initial lessons learned, or concepts—unless security safeguards are in place. Therefore, draft doctrine posted to web sites for staffing must be controlled and access limited.

(2) ASATD electronic staffing capability provides this security. It is an integral part of the system, and the simplest/preferred method to staff draft doctrinal products. In order to take full advantage of this capability, proponent's doctrine must be developed or imported in ASATD; but viewers are not required to be ASATD compatible to comment on the products posted. The preparing agency must publish web address for viewer comments.

(3) Also, HQ TRADOC ODCSDOC maintains a file transfer protocol (FTP) site where "non-sensitive" draft doctrine can be posted for a limited time. For additional details, send E-mail inquiries to doctrine@monroe.army.mil.

(4) Prior to placing doctrine on the Internet for staffing, proponents must-

• Ensure that it is releasable to the public according to AR 360-5 (para 3-26) and AR 380-5.

• Clear with the Public Affairs Office or higher headquarters, where applicable.

• Comply with laws regarding copyright, registered trademarks, and intellectual property rights.

• Specify the publication number, date, title, and draft stage, i.e., initial draft coordinating draft, or final draft.

• Ensure that it is password protected.

Additional guidance for posting material on web sites is at http://www.army.mil/webmasters/DA_Web_Guidance.htm.

(5) Proponents whose homepage lacks security safeguards for posting sensitive material, may staff draft doctrine by forwarding to HQ TRADOC, ATTN: ATDO-A, where it will be posted on an appropriate server requiring user identification and passwords. To use this service-

• Forward the electronic file with your request to doctrine@monroe.army.mil.

• Include on the title page the date and stage of draft, i.e., initial draft, coordinating draft, or final draft.

• Indicate when the file is to be deleted.

• Provide a point of contact, including address, FAX number, E-mail address, and DSN.

When doctrine is posted on the Internet, ODCSDOC will notify the proponent of the web address, directory structure, document name, user ID, and password. The proponent will notify reviewers of the file location. For restricted data, the proponent will validate user requests and issue IDs and passwords.

(6) Coordination for Army doctrine is as follows:

(a) Doctrine writers/writing teams will, at a minimum, coordinate new/revised Army doctrine principles and TTP with select target audience representatives according to TR 25-30 (chap 5) and as specified by higher headquarters. Drafts of all publications at fig 2-1 will be staffed with HQDA ODCSOPS.

(b) Commanders, USACAC and USACASCOM, who are responsible for the integration, doctrinal sufficiency, and consistency of their respective doctrine, will provide additional guidance to their associated schools regarding review authorities and internal coordination requirements.

(7) Multiservice, except ALSA and OTSG-proponent doctrine. TRADOC proponents and designated preparing agencies will develop/coordinate multiservice TTP (MTTP) according to this regulation, AR 25-30 (chap 7), TR 25-30 (para 6-8 and app F) and/or the existing multiservice agreement. If the Army is designated as the lead service, the proponent will coordinate multiservice working groups for the development of the publication, staff drafts internal/external to the Army, and obtain participating services approval prior to publishing. Normally the school or center commandant is the Army's approval authority for proponent level MTTP. For TRADOC proponents, MTTPs that require staffing at HQDA will be forwarded through Commander, TRADOC,

ODCSDOC, ATTN: ATDO-A, 33 Ingalls Road, Fort Monroe, Virginia 23651-1067, to HQDA ODCSOPS, ATTN: DAMO-SSP.

(8) Joint. Joint doctrine and TTP will be coordinated according to Joint Pub 1-01 (http://www.dtic.mil/doctrine/jel/new_pubs/jp1_01c1.pdf).

(a) Army - Lead Agent (LA)/TRADOC - Primary Review Authority (PRA). Under the cognizance of the LA (normally ODCSOPS), the PRA develops drafts based on guidance provided in the PD and Joint Pub 1-01. When TRADOC is assigned PRA, a subordinate is usually appointed as the preparing agency, which assumes PRA responsibilities. The PRA normally convenes a joint working group (JWG) and coordinates development of the publication within the group. The PRA may appoint or request (preparing agency through HQ TRADOC) one or more technical review authorities (TRAs) from sources internal to TRADOC, or request appointment of TRAs, through the lead agent, from sources external to TRADOC, to assist in developing the doctrine and TTP. During development, the PRA will—

• Consolidate input from the JWG and distribute the first draft for review and comment directly to each combatant command, Joint Staff doctrine sponsor, service, service doctrine center/command, Joint Warfighting Center, and appointed TRAs.

• After reviewing and incorporating comments/recommendations on the first draft, prepare the proposed publication for preliminary coordination.

• The PRA will attempt to resolve all critical and major issues during development of the publication. Prior to forwarding to the LA, the PRA will identify any unresolved critical and major issues in the transmittal letter to DAMO-SSP.

• Forward the proposed publication through HQ TRADOC, ODCSDOC, ATTN: ATDO-A, to HQDA ODCSOPS, ATTN: DAMO-SSP.

(b) Army—LA/TRADOC— Not PRA. Normally when the Army is the LA and TRADOC is not the PRA, formal staffing of joint doctrine within TRADOC is the responsibility of ODCSDOC. ODCSDOC will staff, consolidate, and forward comments to the PRA for consideration.

(c) Army— Not the LA. Normally when the Army is not the LA, formal staffing of joint doctrine in the Army originates and comments are consolidated by DA DCSOPS (DAMO-SSP). Within TRADOC, ODCSDOC is responsible for staffing, consolidating, and forwarding comments to DAMO-SSP on all JP PDs, draft JPs, and assessment actions.

(9) Reviewers will provide all comments in the format specified by the preparing agency. An electronic line-in/line-out format, with distinct comment categories (defined in para f(9)(b) below), and supporting rationale is recommended. They are encouraged not to submit editorial comments unless a key point would otherwise be misunderstood. They will:

(a) Conduct a careful and detailed review of the contents to ensure accuracy, adequacy, and consistency, to minimize modifications at later stages of production and to minimize redundancy with other publications. Waiting until the final coordinating draft stage to begin a 'serious' review is extremely poor staff action and defeats the purpose of providing initial and coordinating drafts for review.

(b) Provide detailed and specific comments, categorized as *critical, major, substantive,* and/or *administrative*. Use the *critical* designation prudently, being willing to take the issue to the general officer level for resolution if necessary. If the issue does not warrant that level of concern, designate it as a lower level comment.

• *Critical* will result in nonconcurrence if not satisfactorily resolved.

• *Major* may result in nonconcurrence if not satisfactorily resolved. These may be detailed comments addressing a general concern with a subject area, the thrust of the draft, or other topics that, taken together, constitute the concern.

• *Substantive* comments are reserved for sections in the document that are, or appear to be, incorrect, incomplete, misleading, or confusing.

• *Administrative*—optional for all reviewers—address inconsistencies and/or editorial/typographical errors.

(c) When necessary, participate in the DRAG to assist in resolving contentious issues.

(10) It is recommended that the proponent convene a doctrine review team to review comments resulting from staffing and, as the coordinating draft is revised, ensure the incorporation of valid concerns. The proponent retains the final decision on whether to accept or reject a particular recommendation and will elevate for resolution any issues that are not within the scope of its authority or responsibility. The cover memoranda forwarding the coordinating drafts will identify critical/major issues that have not been incorporated and other issues pending resolution.

(11) The doctrine writer/writing team must maintain an historical record of the comments/recommendations they accept or reject, including rationale for the rejection of critical and major comments. They should apprise reviewers of reasons for not accepting their recommendations. This process serves to further the consensus building necessary to valid doctrine and allows the reviewer the option of responding with additional justification.

(12) Proponents must make every effort to resolve critical issues received from key staffing agencies identified in the PD prior to continuing staffing.

Unresolved critical issues from key staffing agencies must be formally addressed and resolved in a DRAG prior to publication.

(13) Sufficient time must be allocated for editing doctrine. Use TR 25-30 as a guide to the time required for each phase of this process. TR 25-30 also contains approved doctrine editorial style.

(14) Approval of a final draft FM is obtained via a decision paper/briefing or a DRAG.

(a) Decision paper/briefing. A decision paper is used both internally and externally for more focused doctrine that has few, if any, unresolved issues after being staffed. At the option of the approving authority, a decision briefing may be conducted in lieu of or in addition to preparing a decision paper.

(b) DRAG. A DRAG is required when nonconcurrences (unresolved critical and major comments) from key staffing agencies (identified in the PD) remain following staffing. Otherwise, a DRAG may be conducted whenever the proponent deems it necessary to resolve contentious issues. A DRAG is a conference among the parties involved or interested in the issues. It may be conducted in two ways:

• On-site. Normally used for capstone and other doctrine that contains broad-scope and significant contentious issues (critical and major comments). The on-site DRAG may include school commandants; TRADOC, USACAC, and USACASCOM staff; and others who have an interest in the issues. It allows face-to-face interaction between the DRAG chair, the proponent, and key users.

• Electronic. Video teleconference (VTC), closed circuit TV network, or other electronic method is used for selected wide-scope doctrine with minor contentious issues. Because it is convenient and cost-effective, this form of DRAG should be the one most commonly used. However, it does require extensive scheduling of dates and times with participants and the VTC center. Scheduling for a wide audience must also consider their various time zones.

(15) To ensure their efforts are in consonance with the approval authority's guidance, proponents involve the approval authority early in the development process. They will—

• Distribute a pre-DRAG packet—consisting of a copy of the final draft FM, the purpose of the DRAG, unresolved issues, and a list of participants—30 days prior to the DRAG.

• Prepare a memorandum for the approval authority addressing the type of DRAG, who will chair it, the date, the attendees, and, if appropriate, the location.

• Make all necessary arrangements.

(16) Issues remaining unresolved at the conclusion of the DRAG will be forwarded to the next higher headquarters for resolution. Issues remaining unresolved between integrating centers or involving a major command must be resolved at HQ TRADOC or HQDA.

(17) Once the decision paper is signed or the DRAG concluded, the proponent will ensure that any final changes are incorporated into the manual. This may entail formal follow-up actions with the approval authority, DRAG chair, or DRAG participants. When these actions are complete, the editor produces the final approved draft (FAD). The FAD, incorporating all final publication elements, should be submitted to the approval authority for signature. This may be a mere formality, however, once formally approved, the final approved draft is forwarded for production of the CRC.

4-5. Production. Time to produce CRC will vary depending on workload, available resources, and the size, complexity, and priority of the manual.

a. Doctrine is produced for the various media by which it will be disseminated. Currently, doctrine is produced in one-column FM format and disseminated via print and/or electronic media, i.e., CD-ROM, worldwide web, and/or the RDL.

b. The one-column format and specifications for duplicating it are available in the doctrine portion of the ASAT web site at http://www.asat.army.mil/. ASATD templates conform to approved doctrine format requirements. Forward requests for format exceptions, which will be considered on a case-by-case basis, or recommended changes to the format with rationale, to Commander, TRADOC, ATTN: ATDO-D, 33 Ingalls Road, Fort Monroe VA 23651-1067, or via E-mail to doctrine@monroe.army.mil.

4-6. Print and dissemination. Once doctrine is approved and CRC produced, doctrine is ready to be published and disseminated.

a. Publishing and distribution requirements are indicated on a DA Form 260, which is forwarded—with both paper and electronic copies—to Commander, USATSC, ATTN: ATIC-TMSD-T, 1719 Patton Avenue, Fort Eustis, VA 23604-5122. Detailed instructions for completing DA Form 260 and a sample form can be found in TRADOC Reg 25-30, app G. After adding the authentication page, USATSC forwards the paper copy to the printer and the electronic version to the RDL. There are two methods used to create the electronic version:

(1) Word processing files, which should be created in accordance with published RDL standards available on the RDL homepage *http://www.RDL.army.mil [select What's Hot!, Library Overview page, then Library Publishing Instructions].*

(2) The preferred method is through the use of ASATD, whose relational data may be uploaded to the RDL TRADOC Executive Management Information System (TEXMIS) database. The RDL will select, format, and automatically convert the relational files for web viewing. Using a database to create documents provides capabilities such as the ability to link to other sources and incorporate audio and video files.

b. The Army's less paper policy requires proponents to carefully review/research print requirements for new and revised publications. Print requirements should be kept to an absolute minimum, with electronic files (RDL, CD-ROM, etc.) being the primary means of distribution.

c. The printer produces the printed publication and forwards to central distribution sites IAW AR 25-30, chap 12.

d. Proponents/preparing agencies are responsible for the accuracy and currency of the doctrine they publish and for adherence to all regulations and policy regarding the manner of publication, i.e., electronic and/or print.

4-7. Implementation/evaluation/rescission. This phase of the process begins when the target audience begins applying and assessing approved doctrine. Proponents integrate the new or revised doctrine into institutional training plans; Army commanders incorporate it into their training programs and apply to their exercises and missions; commands, combat training centers, CALL, and other agencies provide feedback and recommendations. The normal doctrine life cycle is usually five years (if it is not updated). At a minimum, every 18 months following the publication date, proponents should review the FMs for which they are responsible. This review examines whether doctrine is still valid and, if not valid, serves to initiate corrective action: develop new doctrine, revise existing doctrine, issue a change, or rescind the publication. Decisions that are new, revise, or change doctrine should initiate phase 1 (assessment) of the process. If the proponent determines a publication is no longer required, they should follow the rescission procedures outlined in AR 25-30, para 2-57. In addition, as a minimum, all request for rescissions will include Commander, TRADOC, ODCSDOC, ATTN: ATDO-A, 33 Ingalls Road, Fort Monroe, Virginia 23651-1067 as info copy. This will assist in ensuring publications are removed from the RDL.

Chapter 5
Doctrine Management

5-1. General. A number of tools available to assist in the management of doctrine and the doctrine development process are discussed below.

5-2. Doctrine Development Tracking System (DDTS). An important management tool, TRADOC's DDTS is an Internet-based system that allows each preparing agency to update its doctrine development schedule and related information for the DLP. Maintained by HQ TRADOC ODCSDOC, it lists all FMs (those under revision and those proposed), as well as PDs for proposed new doctrine. It also lists each FM by proponent with pending actions and POCs. In instances where resources are insufficient for projected requirements, the DDTS provides information that allows HQ TRADOC and proponents to assess consequences and determine possible solutions. Each school and center DDTS folder (to include instructions) is available at http://192.111.52.91/resdoc/jadd_ftp/. A user ID and password are required for entry. To obtain user ID and password, E-mail request to doctrine@monroe.army.mil. TRADOC proponents and preparing agencies are responsible for verifying and maintaining the currency of their FTP folders, updating them at least semiannually. Non-TRADOC proponents/preparing agencies should also update their folders semiannually.

5-3. TRADOC Readiness Report (TRR). Semiannually, TRADOC proponents report on their capability to develop doctrine through the TRR. Proponents provide the status of Army, multiservice, and joint doctrine they are required to review, write, or revise for that reporting period. They also identify shortfalls and the reason(s) for them, e.g., resource constraints.

5-4. The installation contract. TRADOC has reinstituted the installation contract that contains a doctrine development annex. The intent of the doctrine annex is to agree on the specific workload that will be accomplished for a fiscal year. TRR inputs for FMs currently under development/revision should closely match the information in the doctrine annexes to the installation contracts, which are negotiated between HQ TRADOC and proponents prior to each fiscal year. HQ TRADOC ODCSDOC compiles each draft annex with data (which should be the Commander TRADOC's top priority doctrine, i.e.,Transformation Doctrine) from the DDTS, Doctrine Master Plan, or as provided by the proponent. Annexes will be staffed with the proponents prior to finalization. Approved proponent doctrine annexes can be reviewed at http://doctrine.army.mil (click on "development," then "policy"). See app C for additional details.

5-5. The doctrine compendium. A compendium of FMs is available at http://doctrine.army.mil. The compendium includes the approval authority, as well as other information, for each FM.

5-6. General Dennis J. Reimer Training and Doctrine Digital Library. The Reimer Digital Library (RDL), the official source of authenticated doctrine, is on the Internet in multiple formats. HTML format provides the capability to view doctrine via the worldwide web, and PDF format is available for download purposes. Users may verify the currency and/or authenticity of electronic doctrine by accessing the RDL for the current authenticated copy (http://www.adtdl.army.mil/).

a. For its entry in the RDL, an electronic copy of FMs in *MS Word* or ASATD format will accompany the CRC submitted to USATSC for authentication.

b. During the period that a FM has been approved by the DRAG but not yet authenticated by ATSC, the proponent may post to the proponent's web site a copy labeled "Prepublication Copy."

c. Doctrine will not be available via the RDL prior to authentication and will be removed for archival upon obsolescence.

5-7. Semiannual Army Doctrine Conference (SAADC). HQ TRADOC, ODCSDOC hosts the SAADC to disseminate command policy and procedural guidance to TRADOC and non-TRADOC doctrine managers and to provide a forum for the discussion of doctrine issues and problems of general interest.

5-8. Joint Action Steering Committee (JASC). The JASC consists of representatives of the four service doctrine agencies: TRADOC, Marine Corps Combat Development Command, Naval Warfare Development Command, and Air Force Doctrine Center. The JASC meets quarterly to provide direction and guidance to ALSA and discuss other multiservice TTP issues. Individually, members of the JASC approve all phases of ALSA project development, culminating in approval of multiservice TTP prior to publication.

5-9. Joint Doctrine Working Party (JDWP). The JDWP—a forum that includes representatives of the services and combatant commands—is charged with systematically addressing joint doctrine and joint TTP (JTTP) issues such as project proposals, scope development, validation, and lead agents. The JDWP meets semiannually under the sponsorship of the Director, J7, to discuss and vote on doctrinal issues, such as whether to initiate new joint publications or to revise or rescind old ones. The Army may be assigned as the lead agent responsible for executing the decisions of the JDWP. Army doctrine developers must be prepared to influence the decisions of the JDWP and to carry out its decisions.

Appendix A
References

Section I
Required Publications

Joint Pub 1-01
Joint Publication System Joint Doctrine and Joint Tactics, Techniques and Procedures Development Program

AR 5-20
Commercial Activities Program

AR 5-22
The Army Proponent System

AR 25-30
The Army Publishing and Printing Program

AR 34-1
International Military Rationalization, Standardization and Interoperability (RSI) Programs

AR 360-5
Public Information

AR 380-5
Department of the Army Information Security Program

TRADOC Reg 25-30
Preparation, Production, and Processing of Armywide Doctrinal and Training Literature (ADTL)

TRADOC Pam 71-9
Requirements Determination

Section II
Related Publications

DOD Manual 4120.3-M
Defense Standardization Program (DSP) Policies and Procedures

AR 5-14
Management of Contracted Advisory and Assistance Services

AR 10-87
Major Army Commands in the Continental United States

DA Pam 25-40
Administrative Publications: Action Officers Guide

TRADOC Pam 25-34
Desk Guide to Doctrine Writing

TRADOC Pam 25-35
Desk Guide to Doctrine Management

Appendix B
Program Directive Format

[Office Symbol] [Date]

MEMORANDUM THRU: [CAC or CASCOM, if applicable. (Through addressee must provide concur or non-concur recommendation)]

FOR: [Commander, TRADOC, ATTN: ATDO-A, 33 Ingalls Road, Fort Monroe, VA 23651-1067; CAC or CASCOM; or proponent commander, as applicable.]

FROM: [Proponent or preparing agency]

SUBJECT: Program Directive for [publication number/ proposed publication number, title.]

1. PURPOSE: [One-line statement that says the intent is to: 1) develops a new FM; 2) conduct a major revision of an existing FM; 3) issue a change; or 4) consolidate two or more existing FMs.]

2. JUSTIFICATION: [Statement that includes major reasons for action.]

3. REFERENCES: [Include any formal directives, guidance, etc., addressing the development/preparation of this particular FM. Do not include existing regulations, administrative instructions, or routine guidance.]

4. PRIORITY: [Define urgency of need. Note: The priority expressed in the PD will be the basis for future input to the TRADOC Installation Contract. Use the same prioritization guidelines outlined for the doctrine annex to the installation contract.]

5. SCOPE: [Brief description of the scope of the proposed/revised FM or the proposed change. Submit proposed FM number here, if desired.]

6. TARGET AUDIENCE: [State to whom the doctrine is specifically targeted.]

7. STAFFING PLAN: [Stipulate projected FM staffing plan, to include critical coordination/input required (identify the agencies, organizations that are required to provide input).]

8. APPROVAL AUTHORITY, PROPONENT/ PREPARING AGENCY INFORMATION: [Include recommended FM approval authority, proponent, and, if applicable, separate preparing agency title and/or office description.]

9. POTENTIALLY IMPACTED PUBLICATIONS: [List other FMs/joint publications that may be significantly affected. Affected publications will normally be at the same or lower tier; however, if a higher level FM or JP will be significantly impacted, describe here what actions are planned/underway to align/synchronize that publication. If the list is extensive, this information may be added as an enclosure.]

10. RECOMMENDED DISTRIBUTION: [Recommend minimum hard-copy distribution, if any. Note: All FMs will be published digitally via the RDL and CD ROM, with only limited hard copies centrally produced and distributed.]

11. OTHER RELEVANT INFORMATION. [Address any relevant information not covered, e.g., publications being developed in parallel.]

12. PD POC. [Enter name, rank/grade, phone number, and E-mail address.]

SIGNATURE BLOCK

CC: [DCSDOC JADD, if not addressed above; CAC/ CASCOM, if applicable; and all affected organizations and agencies identified in para 7.]

Enclosures

1. MILESTONES. [Include projected milestones from writing the initial draft to completing the CRC.]

2. PROPOSED OUTLINE. [At a minimum, include proposed chapter titles, key appendices.]

3. PD COORDINATION LIST AND RESULTS. [List agencies/organizations with which the PD was coordinated and any unresolved critical comments that resulted. At a minimum, staff with those agencies/ organizations identified as 'critical input required' in para 7.]

Appendix C
Doctrine Annex to the Installation Contract

1. The doctrine annex to the installation contracts lays out each TRADOC installation doctrine requirements for a fiscal year. Proponents responsible for developing Army, multiservice, and joint doctrine will verify, or provide at HQ TRADOC's request, the following information in the format at fig C-1:

a. Numbers and titles of FMs to be developed/revised.

b. Current publication dates of FMs being revised.

c. Projected milestones (status of the FMs) at the end of the FY, i.e., initial draft, coordinating draft, final draft, CRC.

d. Prioritize FMs in order, with '1' being the highest. In some cases, FMs may have equal priority. The following list is TRADOC's doctrine development prioritization guidelines:

(1) Joint/top Army doctrine

(2) CG directed/interest doctrine

(3) Force XXI/new equipment/organizations doctrine

(4) Multiservice doctrine

(5) Combined Arms doctrine

(6) Branch functional doctrine

(7) Reference doctrine

e. Remarks to amplify entries or to add information deemed important, i.e., pending resources, contract support, unfunded resource requirement (UFR), division capstone exercises , Transformation Doctrine, Corp Advance Warfighting Experiment , multiservice, etc.

2. Proponents must use professional judgment when applying prioritizing guidelines. Depending on the circumstances, doctrine that appears to be a lesser priority may be rated higher. When this occurs, include justification in the remarks column.

FM#	Title	Publication Date	Milestone	Priority	Remarks

Figure C-1. [Proponent's] doctrine development workload, FY___

Glossary

Section I
Abbreviations

AASA	Administrative Assistant to the Secretary of the Army
ABCA	American-British-Canadian-Australian Armies' Standardization Program
ADL	Army doctrine literature
ADTL	Army doctrine and training literature
ADTLP	Army Doctrinal and Training Literature Program
ALSA	Air Land Sea Application Agency
ARSTAFF	Army staff
ASAT	Automated Systems Approach to Training
ASATD	Automated Systems Approach to Training Doctrine Module
ASCC	Air Standardization Coordination Committee
ATDO-A	HQ TRADOC ODCSDOC Joint and Army Doctrine Directorate
ATDO-D	HQ TRADOC ODCSDOC Program Management Operations Directorate
ATDO-Y	HQ TRADOC ODCSDOC International Army Programs Directorate
ATIC-TMSD-T	USATSC Training Media Support Directorate
ATSC	Army Training Support Center
BCTP	Battle Command Training Program
CALL	Center for Army Lessons Learned
CD-ROM	compact disk-read only memory
CRC	camera-ready-copy
CSS	combat service support
DAMO-SSP	Deputy Chief of Staff for Operations and Plans Strategic Planning, Concepts, and Doctrine Division
DCSDOC	Deputy Chief of Staff for Doctrine
DCSOPS	Deputy Chief of Staff for Operations and Plans
DCST	Deputy Chief of Staff for Training
DDTS	Doctrine Development Tracking System
DLP	Doctrine Literature Program
DRAG	Doctrine Review and Approval Group
DSN	Defense Switched Network
EAC	echelons above corps
EAD	echelons above division
E-mail	electronic mail
FAD	final approved draft
FAQ	frequently asked questions
FM	field manual
FTP	file transfer protocol
HQDA	Headquarters, Department of the Army
HQ TRADOC	Headquarters, U.S. Army Training and Doctrine Command
HTML	hypertext markup language
HTTP	hypertext transfer protocol
ID	identification
ISA	international standardization agreement
JASC	Joint Action Steering Committee
JCS	Joint Chiefs of Staff
JDWP	Joint Doctrine Working Party
JP	joint publication
JWG	joint working group
METT-T	mission, enemy, terrain, troops, and time available
MFC	multinational force compatibility
MOA	memorandum of agreement
MOU	memorandum of understanding
MTTP	multiservice tactics, techniques, and procedures
NATO	North Atlantic Treaty Organization
ODCSDOC	Office of the Deputy Chief of Staff for Doctrine
ODCSOPS	Office of the Deputy Chief of Staff for Operations and Plans
ODCST	Office of the Deputy Chief of Staff for Training
OTSG	Office of the Surgeon General
PD	program directive
PDF	portable document format/file
POC	point of contact
PRA	primary review authority
QSTAG	ABCA quadripartite standardization agreement
RDL	Reimer Digital Library
RC	reserve components
SAADC	Semiannual Army Doctrine Conference
SGML	standard generalized markup language
SMDC	U.S. Army Space and Missile Defense Command

SME	subject matter expert
STANAG	NATO standardization agreement
TEXMIS	Training Module Executive Management Information System
TMD	theater missile defense
TRA	technical review authority
TRADOC	U.S. Army Training and Doctrine Command
TRR	TRADOC Readiness Report
TTP	tactics, techniques, and procedures
USACAC	U.S. Army Combined Arms Center and Fort Leavenworth
USACASCOM	U.S. Army Combined Arms Support Command and Fort Lee
USAPA	U.S. Army Publishing Agency
USATSC	U.S. Army Training Support Center
VIS	visual information specialist
VTC	video teleconference

Section II
Definitions

ADL hierarchy
A framework for managing Army FMs, the hierarchy consists of three tiers, each representing management of specific publications. Individual publications may move among tiers depending on level of interest, priority, etc.

Tier 1 - Publications managed by HQ TRADOC: keystone, select combined arms, and Army publications that relate directly to joint publications.

Tier 2 - Proponent publications.

Tier 3 - Reference publications.

authentication
Authentication represents the acts, orders, and directions of the Secretary of the Army that indicate an Army publication is an official, properly coordinated document.

Automated Systems Approach to Training (ASAT)
ASAT is a training development automation system which provides users with a comprehensive, integrated suite of management tools to develop and manage Army training and doctrinal data.

Automated Systems Approach to Training - Doctrine (ASATD) Module
ASATD is the software module of ASAT that provides the automated capability for standardizing doctrine development.

capstone manual
The Army's capstone manual is FM 100-1. It is the highest Army doctrinal publication, and links Army doctrine with the National Security and Military Strategies.

combined arms publications
Publications that describe the employment of combined arms forces and their synchronization of the functions required to execute operations.

doctrine
The fundamental principles by which military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application.

doctrine approving authority
Generally the proponent for Tier 2 and Tier 3 publications.

doctrine integration
An iterative activity that occurs horizontally across the TRADOC doctrine, training, leader development, organization, materiel, soldier (DTLOMS) and vertically throughout the echelons of the operating forces to ensure key Army, joint, and multiservice doctrine and ISAs are embedded throughout the Army.

Doctrinal Review and Approval Group (DRAG)
One of two methods by which Army doctrine is approved, the DRAG is a conference conducted via actual meeting or electronic means, e.g., VTC, closed circuit TV network. Decision paper is the other method of obtaining approval (see para 4-8 of this regulation).

field manuals (FMs)
Publications that contain Army doctrine principles and TTP. FMs prescribe how organizations operate during stability and support operations. FMs facilitate an understanding of "what" and "how" commanders and staff execute their missions and tasks.

hypertext markup language (HTML)
The coding language used to create hypertext documents for use on the worldwide web. HTML looks a lot like old-fashioned typesetting code, where you surround a block of text with codes that indicate how it should appear. In HTML, you can specify that a block of text or a word is 'linked' to another file on the Internet. HTML files should be viewed using a worldwide web client program, such as Mosaic.

hypertext
Generally, any text that contains 'links' to other documents, words, or phrases and can cause another document to be retrieved and displayed.

International Standardization Agreement (ISA)
ISAs—STANAGs, QSTAGs, and ASCC Air Standards,—record the adoption of like or similar military equipment, ammunition, supplies, and stores, or operational, logistical, and administrative procedures. For the purposes of this regulation, ISAs include NATO STANAGs and ABCA QSTAGs.

joint doctrine
The fundamental principles that guide the employment of forces of two or more services in coordinated actions toward a common objective. Chairman of the Joint Chiefs of Staff (JCS) promulgates joint doctrine in coordination with the combatant commander.

joint tactics, techniques, and procedures (JTTP)
Promulgated by JCS, JTTPs are the actions and methods that implement joint doctrine and describe how forces will be employed in joint operations.

keystone manual
The Army's keystone manual is FM 100-5. It is the second highest Army doctrinal publication. It establishes the foundation for Army doctrine and provides general guidelines, regardless of the type of operation or echelon.

lead agent
In the joint doctrine development process, the organization assigned responsibility to develop, coordinate, review, and maintain assigned joint doctrine and/or JTTP. It could be an individual service, unified or specified command, or joint safety directorate.

multiservice publications
FMs that disseminate TTP and ratified by two or more services.

preparing agency
A TRADOC school, major subordinate command, staff element, or non-TRADOC agency (under MOA or MOU) designated by a proponent to develop and coordinate FMs for the proponent's area of responsibility.

primary review authority (PRA)
In the joint doctrine development process, the agency assigned to perform the actions and coordination necessary to develop and maintain a joint publication under cognizance of the lead agent.

program directive (PD)
Documentation used to establish the need for new and revised FMs.

proponents
Those agencies responsible for initiating, developing, coordinating, and approving FMs, and identifying them for removal. Proponents may delegate responsibility for development and coordination to a separate preparing agency.

reference publications
FMs that describe topics applicable through the Army and used as references in other doctrinal literature.

review
The process of assessing doctrine for adequacy, accuracy, and incorporation of applicable ISAs, and to ensure it does not conflict with other Army, multiservice, or joint doctrine.

standard generalized markup language (SGML)
A nonproprietary, neutral 'language' used to mark up documents so that information can be created, stored, reviewed, and used across different computer platforms. Two types of SGML tags are structural and content.

tactics
The employment of units in combat; the ordered arrangement and maneuver of units in relation to each other and/or to the enemy in order to utilize their full potential.

technical review authority (TRA)
In the joint doctrine development process, an organization tasked to provide specialized technical or administrative expertise to the PRA or coordinating review authority.

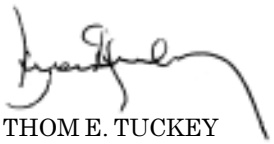
techniques
The methods used by troops and/or commanders to perform assigned missions and functions, specifically the methods of employing equipment and personnel. Example: A tactic of covering an obstacle with direct and indirect fires may be executed by using the technique of emplacing machine guns on the flanks to fire down the length of the obstacle and mortars firing on the obstacle initially then beyond it to cut off withdrawal.

worldwide web
First, loosely used, the whole constellation of resources that can be accessed using Gopher, FTP, (hypertext transfer protocol) HTTP, telnet, Usenet, wide-area information servers, and some other tools. Second, the universe of hypertext (HTTP) servers-those that allow text, graphics, sound files, etc., to be mixed together.

FOR THE COMMANDER:

OFFICIAL:

CHARLES W. THOMAS
Major General, GS
Chief of Staff



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